

HAMLET REVOLUTIONARY DEVELOPMENT
PROGRESS REPORT (MONTHLY)

1. Purpose. This directive provides guidance and instructions for the preparation, submission, and use of the Hamlet Revolutionary Development Progress Report (Monthly).

2. Scope.

a. The report (Annex A) is designed to fulfill a requirement for measuring progress, or the lack thereof, in Revolutionary development over time with some degree of accuracy and meaningful precision.

b. It is recognized that it is difficult to measure in quantitative terms such intangibles as popular attitudes, support for governmental programs, and degree of engagement which directly affect development. However, there are indicators throughout the revolutionary development process which can be used to measure progress, or the lack thereof, and can be quantified. At the same time, there are similar quantitatively measurable indicators which provide a basis for judging the intangibles from a subjective view.

c. Thus, this report was structured to minimize the number of subjective judgments to those essential to the evaluation of intangibles or to the reconciliation of country-wide varieties.

3. Concept.

a. To measure progress in revolutionary development, the hamlet is used as the basic measurement unit and the number of secure or developed hamlets as the basic indicator of progress.

b. Each hamlet which is to be measured is gauged in terms of six basic factors - not to be confused with six point criteria. The factors to be assessed are included in Part I of the evaluation and are as follows:

- (1) Viet Cong Military Activities.
- (2) Viet Cong Subversive and Political Activities.
- (3) Friendly Defensive and Security Capabilities.
- (4) Administration and Political Activities.
- (5) Health, Education, and Welfare Activities.
- (6) Economic Development.

c. Within each factor there are three specific indicators which are designed to represent the status of revolutionary development for that factor as accurately as possible. Each of these indicators is carried through various progressive grade levels (E-A) with summary statements outlining a status at each level. The rater is expected to select the one grade level for each indicator within each factor which best represents the current status.

d. It is recognized that the summary statements may not exactly fit the situation of the rated hamlet. Consequently, to portray a clearer indication of status, a more detailed explanation of each indicator and its logical progression is provided at Annex B. Such explanations not only depict objective conditions or achievements which must be reached if the hamlet is to receive a particular grade, but also provide guidance on procedures available to determine each rating and methods suggested for improving conditions.

e. In addition to the six factors included in Part I, an indication of a sub-sector advisor's evaluation of the overall status of the hamlet is desired. Thus, Part II of the evaluation "Hamlet Problems" is present to permit some general, subjective rating of such intangible terms as overall program effectiveness, honesty and efficiency of GVN Management, and degree of popular response and participation as well as indicating problem areas in support functions. Such overall judgment is difficult to determine. However, each sub-sector advisor should have some substantiated feeling which would permit a reasonably valid appraisal.

4. Hamlets to be Rated.

a. The hamlets considered eligible for rating under the system described herein are those which under the 1966 guidance would have been carried as secured, undergoing securing, undergoing clearing, or those uncontested hamlets in which the GVN has some degree of influence.

b. Under the 1967 Revolutionary Development concept, the hamlets to be rated include, but are not limited to, those carried as:

- (1) Ap Doi Moi (Real New Life Hamlets) - completed.
- (2) Ap Doi Moi (Real New Life Hamlets) - Under construction or being developed.
- (3) Ap Tan Sinh (New Life Hamlets).

(4) Ap Cung Co (Consolidation Hamlets).

(5) Ap Binh Dinh (Pacification Hamlets).

In other words, all hamlets in which government influence is present, however tenuously, should be rated.

5. Procedures.

a. MACV sub-sector advisors will prepare and submit subject report monthly in accordance with procedures described in Annex C. The report will be an attachment to the monthly Special Joint Report.

b. Initial reports will cover all hamlets eligible for rating as prescribed in paragraph 3 above. Subsequent reports will reflect changes only.

c. MACV Sector advisory personnel and the Province Representative (OCO) will review hamlet reports and resolve gross discrepancies noted. Explanatory comments on non-concurrences may be submitted as attachments as believed necessary. However, in no case should the sub-sector's evaluation be changed without his concurrence.

d. The classification of the completed report is confidential.

Annexes: A. Hamlet Revolutionary Development Progress Report (Monthly).

B. Guidance for Determining Status of RD Factors and Specific Indicators.

C. Procedures for Preparation and Submission of Hamlet Revolutionary Development Progress Report (Monthly) - to be issued separately.

**ANNEX B. GUIDANCE FOR DETERMINING STATUS OF REVOLUTIONARY
DEVELOPMENT FACTORS AND SPECIFIC INDICATORS**

1. Purpose. The purpose of this Annex is to provide additional guidance to assist in judging factors and determining specific grade levels for each indicator being rated in the Hamlet Revolutionary Development Progress Report. (Monthly)

2. Concept for Factors Part I.

a. Of the six specific factors to be evaluated, three deal with security matters and three with non-military developmental activities. The emphasis on security results from the obvious fact that non-military development cannot be achieved without a secure environment. If Viet Cong military and political capabilities have not been neutralized or destroyed within the hamlet, and if there are no provisions for internal security and defense within the hamlet, then developmental efforts cannot be expected to satisfactorily progress. Those accomplishments which have been realized will be vulnerable to VC countermeasures which may take any form such as military attacks, harassment, terrorism, sabotage, psychological operations and the like.

b. In establishing the specific indicators to be measured for each factor, an attempt was made to avoid a mechanistic materialistic approach which measures progress by organization, men, money, and material. Rather, progress as herein measured is activity-oriented with the degree of progress directly associated with the success of the activity.

c. It is recognized that some indicator descriptions may not exactly fit the situation in a particular hamlet being measured. This, of course, reflects the great variety of situations and shades of similar situations that exist in Vietnam. However, what is being developed through this progress report is an environmental atmosphere - an indication of the type of situation that exists in each hamlet. Consequently, it is desired that the indicator description be selected which most closely describes the current environment in which Revolutionary Development activities are occurring or not occurring in the hamlet being measured.

d. The factor descriptions listed below, together with their included indicators, have been written with a view to explaining the general situation which exists in Vietnam concerning that indicator, how that situation might vary, and, if appropriate, where and how information can be obtained to assist in assessing the status of the indicator. Additionally, specific program goals and objectives will be included where such information is deemed pertinent or useful in determining direction and degree of progress.

Incl. 1 - Viet Cong Military Activities.

Incl. 2 - Viet Cong Political and Subversive Activities

Incl. 3 - Friendly Defensive and Security Capabilities.

Incl. 4 - Administrative and Political Activities.

Incl. 5 - Health, Education, and Welfare Activities.

Incl. 6 - Economic Development.

3. Concept for Hamlet Problems - Part II.

a. In addition to and not necessarily a part of the six specific factors, there are certain criteria which indicate a level of effectiveness of security and developmental activities. These are more subjective in nature than the factor indicators measured in Part I. Nevertheless, a judgment on their applicability, is essential to the development of a valid assessment of the hamlet.

b. Thus, in Part II, several criteria are listed with multiple choice responses. Raters should select the one response for each criterion which most accurately reflects the situation.

c. A more detailed description and explanation of each criterion and the status reflections desired is included in Incl. 7 - Hamlet Problems.

7 Incl: As stated.

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Enclosure 2 - VIET CONG POLITICAL AND SUBVERSIVE ACTIVITIES

1. Scope of Factor

a. This factor assesses the capabilities of the Viet Cong political infrastructure to ~~engage in political, subversive, and terrorist activities aimed at~~ engage in political, subversive, and terrorist activities aimed at intimidating the populace and disrupting the development of the hamlet by the RVN.

b. Initially, the capabilities of the Viet Cong infrastructure within the hamlet itself are analyzed. Then the capabilities of the village level apparatus, of which the hamlet is an integral part, are considered. Finally, the scale and frequency of Viet Cong political, psychological, subversive, terrorist and sabotage incidents directly or indirectly affecting the hamlet are appraised.

c. The hamlet is thus being evaluated with respect to the actual or potential threat posed by the Viet Cong in terms of "political order of battle" factors both within the hamlet and at village level, and in terms of the scale and proximity to the hamlet of non-military incidents.

2. Goals

a. The goal associated with this factor is to neutralize or destroy those enemy political and subversive organizations capable of undertaking subversive or terrorist action against the hamlet. The ultimate objective is the establishment of a political environment free of Communist-inspired subversion within which the RVN can implement its goals of restoring its administrative authority in the countryside, bring a new life to the people, and engage them on its behalf against the common enemy--the subversive and military potential of the Communist apparatus.

b. In considering this goal, it should be borne in mind that both active and passive measures are necessary to eliminate the threat posed by the Communist political apparatus. It is also essential to bear in mind that there are varying levels of involvement in Viet Cong activities. Distinctions must be drawn in the treatment applied to dedicated Communist Party (Lao Dong or People's Revolutionary Party) cadre and agents, and those elements of the populace drawn into activities and Front organizations dominated by the Communist Party through coercion or intimidation. Thus, emphasis must be placed on clearly identifying the entire organization and functions of all elements involved in the

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Viet Cong political structure, both overt and covert, to insure that all elements are uncovered and that appropriate action is taken to effectively neutralize and destroy the apparatus and thus to eliminate its capability for subversion.

3. Indicator Description

a. Hamlet Infrastructure

(1) General - The Communist Party (Lao Dong or People's Revolutionary Party) is the core of the Viet Cong insurgency. It organizes, controls, and supervises the activities of all elements -- political, military and economic -- related to the Viet Cong effort to overthrow the RVN and replace it with a Communist-dominated regime. In the hamlet, the Party is usually represented by a cell, comprising three to five members, who direct Viet Cong activities within the hamlet under the supervision of a Party Committee or Chapter Organization at the village level. The leader of the hamlet Party cell normally is a member of the village Party Committee or Chapter. The cell members are each responsible for one or more functional areas of activity. One of them may be responsible for military affairs, and thus directs the hamlet guerrilla and self-defense elements. Another may be responsible for security, another for finance and economic matters, and another for Front activities (civilian proselyting). Often, a single Party cadre must assume responsibility for a number of activities, depending on the size of the cell and the ability of the individual members. The mission of these Communist Party cadre is to organize the populace, motivate them through indoctrination, and engage them in activities in support of the Viet Cong movement. Because the Party is a secret organization, these cadres operate covertly. They do not normally proclaim their party affiliation; rather, they operate under the guise of one or another of the Party-controlled Front organizations. It is thus difficult to identify them as Party members, per se; however, because of their roles as leaders, they may be detected by virtue of their zealousness and aggressive activities on behalf of the Front organizations. Since Party cadres pose the most significant threat to the security of the hamlet, every effort must be made to determine their identity and to insure their neutralization or elimination. Otherwise, surviving Party cadres are in a position to reestablish a subversive apparatus and to resume activities aimed at undermining the effectiveness of RVN development activities in the hamlet.

This document can merely summarize the various organizations through which the Party cadres conduct their activities. These include cells or chapters of a number of Front Associations -- the Liberation Farmers (or Peasants) Association, the Liberation Womens' Association, the Liberation Youth Association, the Liberation Childrens' Association, and in larger towns, the Liberation Students' Association. Membership in the Youth and Childrens' Associations is virtually compulsory. Under the supervision of Party cadres, these organizations engage in various defensive, internal security and propaganda activities, contributing labor as necessary to assist in

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fortifying the halet, and furnishing information to the VC on friendly military and security activities. The Womens' Association engages in welfare activities on behalf of the families of Viet Cong troops, and in subverting RVNAF troops, as well as purchasing supplies for the Viet Cong at local markets under the guise of normal marketing activity. Leaders of the cells or chapters of these associations in the hamlet are members of the Village chapter or committees of the same associations; some may also be members of the Village Liberation Front Committee. The leaders obviously merit closer surveillance than ordinary members, and particular attention should be paid to identifying them.

Hamlets under Viet Cong control are administered by self-governing (or administrative or management) boards (or councils or committees). These are similar to the RVN hamlet management boards. The members of the Viet Cong administrative machinery are selected by the Party cadres, and usually include one or more Party members. Identification of these individuals within a hamlet should also be given a high priority, so that they can be dealt with effectively.

Another significant Viet Cong mechanism within the hamlet is the communications liaison network. This organization may be large or small, depending on the size of the hamlet and its strategic significance in terms of Viet Cong communications requirements. Under the supervision of a Party cadre, it includes guides to lead Viet Cong units to neighboring safe havens, couriers, letter drops, safe-houses for meetings between Party cadre, and similar covert activities. This organization must be broken to insure the disruption of Viet Cong subversive activities.

(2) Ratings -

E. At this stage, much of the Viet Cong apparatus may still be in place, although some members may have fled to avoid capture. Those Party cadres remaining would remain underground during the presence of friendly forces in daylight hours, but would be free to engage in subversive activities aimed at intimidating the populace during the night. Some members of the infrastructure may have been identified, but there would be no assurance that most of the structure and its leaders have yet been uncovered.

D. At this level, activities would have permitted the identification of most of the infrastructure. Members and most leaders of the various Front associations would have been uncovered and neutralized. But there is

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reason to doubt that the entire apparatus has been detected--some components have not been accounted for--and there may still be some undercover Party cadre or agents operating in the hamlet.

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A. There is no reason to doubt that the entire Viet Cong apparatus in the hamlet has been detected and neutralized or eliminated.

b. Village Infrastructure

(1) General - The Communist Party apparatus at the village level is centered in the Village Party Chapter or Committee. Smaller villages, or those in which the Party structure is not extensively developed, will follow the Chapter organization, which has fewer members than a full Committee. In either case, the organization is headed by a Secretary, who usually represents the village structure as a member of the District Party Committee, from which the Village apparatus receives direction. Individual chapter or committee members may have one or more functional responsibilities for activities such as military affairs, party matters, security, communications-liaison, propaganda and training, troop proselyting (Front affairs), financial and economic matters, etc. These members are responsible for all activities within the village area concerning the functions with which they are charged. The military affairs member, for example, directs--and frequently commands--the concentrated village guerrilla unit, in addition to supervising the guerilla and self-defense activities in the hamlets comprising the village. The financial and economic cadre is responsible for assessing and collecting taxes in the village area to support the Viet Cong. The civilian proselyting member is responsible for organizing and directing the activities of the Liberation Front and its associations throughout the village area. The Party committee also oversees the activities of the Village self-governing board (administrative or management committee or council), whose members are nominated by the Party organization. As at the hamlet level, the Party organization is usually secret, and cloaks its activities within various Front organizations and activities. Until all members of the village Party apparatus have been identified

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and neutralized, there can be no assurance that Viet Cong subversive capabilities in the hamlet have been neutralized or eliminated.

Front activities at the village level are controlled by a Liberation Front Committee or Chapter, the difference being one of size and dependent again on the size of the Village and the extent of Communist influence in the area. This organization usually includes one or two Party members, and representatives of the various Front associations as well as delegates from Front cells in the hamlets. The function of the Front organization is to mobilize, under Party direction, the various segments of the population in support of the Viet Cong movement. It thus coordinates the activities of the Farmers' (or Peasants') Association, the Womens' Association, the Youth Association, the Childrens' Association, and, in larger towns, the Student Association. Other Front organizations may also be created for various specialized purposes. Emphasis must be placed on identifying and neutralizing the leaders of these organizations to insure the elimination of their subversive potential.

Again, as at the hamlet level, the communications-liaison network of the Party apparatus must be uncovered. The Party cadre responsible for this activity must be identified and neutralized, and the components of the structure rooted out. There may also be within the village area agents of the provincial and district echelons, who sometimes operate independently of the village apparatus.

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(2) Ratings

E. Although some members of the village apparatus may have been identified, the organization is largely intact and continues to function.

D. At this level, some village level cadre may have been exposed and eliminated or rendered ineffective, but the organization is still able to function fairly effectively.

C. The capabilities of the village infrastructure have been substantially curtailed or disrupted through the exposure and elimination or neutralization of some of its leaders and the loss of up to one-half of its key members. Most of the members have been identified.

B. The village infrastructure is virtually ineffective because most of its leaders have been accounted for. Virtually all members have been identified, and those still active have gone underground or fled to an adjacent activity. [redacted] indicate little coordination of Viet Cong activities among the hamlets of the village.

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A. The original Viet Cong village organization has been destroyed or effectively neutralized, although an adjoining village committee or chapter may have assumed responsibility for directing political and subversive operations in this village. There may still be a few covert agents active within the village area operating under the direction of higher echelons, but their effectiveness is limited by the operations of friendly security organizations.

B. Activities Affecting the Hamlet

(1) General -- The Viet Cong political apparatus at hamlet and village levels is capable of conducting a variety of aggressive and passive psychological, subversive, terrorist, and sabotage activities aimed at undermining RVN influence in the hamlet. Psychological activities include distributing propaganda materials, holding propaganda meetings, erecting banners or painting slogans on walls, circulating rumors through "whisper" campaigns, and organizing protest demonstrations. Subversive activities include such matters as propagandizing RVN officials, inciting desertions, collecting information on RVN and Allied Forces and activities and collecting taxes or extorting money to support the Viet Cong. Terrorist activities include kidnapping of officials or prominent residents, booby-trapping, mining or bombing incidents, and assassinations. Sabotage incidents may include blocking of routes (including waterways) into the hamlet, destroying RVN offices and facilities, and damaging or destroying defensive works, such as fences, trenches, moats, bunkers, etc.

While some of these activities may entail support by Viet Cong paramilitary or military forces, they can be conducted independently by elements of the political apparatus. Directed by Party cadre, they may be carried out by members of the various Front organizations.

All such incidents can have an intimidating impact on the hamlet populace, undermining its confidence in the RVN and reducing its willingness to participate freely in RVN developmental programs. The continuation of such activities in hamlets under RVN control would indicate the continued existence and functioning of at least elements of the infrastructure at hamlet and village level. The progressive neutralization of such elements, therefore, should bring about a progressive reduction in the frequency and scale of such incidents.

(2) Ratings

The Viet Cong freely engage in terrorist, sabotage, propaganda, or subversive activity, including tax collection, in the hamlet at least during night hours.

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D. While there may be no mass propaganda meetings or demonstrations, there are continuing signs of subversive activity and there may have been terrorist or sabotage incidents during the past month.

C. There have been no signs of overt activity in the hamlet during the month, and few signs of covert subversion.

B. No terrorist or sabotage incidents in adjacent hamlets during the month, and no signs of covert subversion within the hamlet.

A. There have been no signs of subversive activity within the village area during the month.

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Enclosure 3 - Friendly Defensive and Security Capabilities

1. Scope of Factor.

a. In this factor it is desired to assess the friendly capabilities to defend the hamlet against Viet Cong, Military or Subversive Activity

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b. Initially, the hamlet's capability for self-defense is analyzed. Their requirements for external assistance is developed with an appraisal of the adequacy and effectiveness of such assistance being made in relation to the developed requirement.

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c. In essence the hamlet is being examined from the standpoint of its own participation in defending against VC activities and rooting out the VC infrastructure, and from the point of view of what external forces are required and available to assist in these same activities.

2. Goal.

a. The goal associated with this factor can be summed up in one word - SECURITY. The ultimate objective of all the military operations in Vietnam is to provide a secure environment in which the country can develop into a viable, non-Communist independent state. Thus, all three indicators are directed toward the achievement of this goal.

b. When considering this, it should be remembered that the surest method of achieving a secure environment is through the identification, location, and destruction of the VC military forces and infrastructure. This indicates offensive action. Although the factor considered here is defense oriented, the requirement, adequacy, and

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effectiveness of external forces being rated in the second indicator should reflect offensive as well as defensive considerations. This is not as true for the hamlet assets since it is not envisioned that they will participate directly in offensive operations.

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3. Indicator Description.

a. Hamlet Defense Plan and Organization

(1) General. One of the goals in the Revolutionary Development Plan for 1967 is to develop within the hamlet a willing capability for self-defense. Thus, the first indicator under this factor deals with that capability. It is recognized that very few hamlets in the country currently possess the assets to meet the state goal nor is there much progress in that direction. Nevertheless, it still is an objective, and an appraisal of the progress toward its achievement is necessary. Thus, throughout this indicator it is assumed that some self-defense plan and organization is required. The completeness of the plan and extent of the organization will vary with security conditions, and the adequacy of both must, therefore, be judged accordingly.

(2) Ratings. E. In the early stages of RD it is not expected that the hamlet will have much, if any, self-defense capability especially at night. Since a RD cadre may be active in the hamlet during daylight hours or some force might be accompanying those officials providing GVN presence during the same period, credit is given the hamlet

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for having some defense capability there. For this purpose, these forces are not considered external forces. However, as is often the case, under the security conditions that might be expected to prevail such defense forces will seldom remain in the area at night. Thus, the hamlet is left virtually defenseless and dependent entirely upon external forces (rated as indicator 3b) during the hours of darkness.

D. The environment here is somewhat better in that the RD cadre or forces providing security to the GVN official presence in the hamlet do remain day and night. However, local participation is virtually nil, although there may be some initial recruitment and training underway.

C. In this setting the RD cadre or similar defense force is still providing the bulk of the security. However, there is a local warning system operative, organic hamlet communication is in operation and some local defenders may be armed.

B. At this stage a plan exists that adequately provides for hamlet self-defense and an initial self-defense force is in being. It may well be that the requirements are nominal. But the point is that for whatever force is called for in the RD plan, an initial force is available, even though at this stage they may not be more than partially effective, and a plan does exist which adequately provides for the force employment. Communications are available to implement the plan.

A. Under this category it is determined that not only does there exist an adequate plan, but also there now exists an adequate force. As was indicated earlier, adequacy is related to requirements as set for under the province RD plan. It is difficult to depict a situation

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where no requirement exists. However, the extent of the force and scope of the plan can be expected to vary. The requirement may range from small forces carrying out police type functions to large forces actively engaged in hamlet defense.

b. External Force Assistance

(1) General. External force assistance is portrayed in three dimensions. First, it is determined whether or not a requirement exists for the hamlet to receive defensive and security assistance from external forces. If such a requirement does exist, and it usually does do, to at least some degree, then the availability of the forces to assist the hamlet must be assessed. But mere availability does not protect the hamlet. Effective application of the force or forces is the key. Thus, that factor is considered as a third dimension.

The forces considered external exclude RD cadre or similar elements designed for RD work in the hamlet and also those forces which may be temporarily providing security to whatever GVN administrative presence exists in the hamlet. They do include RVN and US/FW ground, sea and air forces and appropriate paramilitary forces, and the support envisioned includes all types from direct participation by ground elements to artillery, air and naval gun fire support. Thus, PF static posts, patrols, and ambushes; RF reaction forces; ARVN security or reaction forces; U.S./FW forces in the area; sector artillery; artillery of combat units in area; US/VNAF air; and CIDG strike forces are some examples of the type of support that might be available individually or in combination as the situation exists and the need arises.

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Since there is such a variety of forces and types of support that might be employed to assist a hamlet in achieving security, it is difficult to assess the requirement for or contribution of each element. Consequently, the subject of external force assistance is handled in composite form with a determination being made of what is required, what is available to meet the requirement and how effective is the support that is available.

The critical factor in this indicator is requirement. This must be assessed in a reasonable and practical manner taking into account the environment, what logically can be expected, and above all, what is called for in the province plan. It can not be expected that every hamlet will have an ARVN battalion and supporting artillery battery for security.

(2) Ratings.

E. At this level a situation exists where a definite requirement exists for some external force assistance to provide hamlet security, but that the requirement is not being satisfied by available forces. No effort is made to assess effectiveness at this stage. It is sufficient to indicate merely that the forces available do not measure up to the forces required. The disparity may reflect lack of sufficient artillery support, inadequacy of air support, lack of reaction forces, insufficient number of popular forces or the like.

D. Here it is assumed that there are sufficient forces available to meet the requirements but the performance of these forces is only marginally effective, thus detracting from their ability to provide a secure environment for the hamlet. A few examples here include:

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excessive time for available artillery to react; ARVN units screening area in day but returning to their own secure bases at night; PF in static posts with few, if any, patrols, ambushes, or the like; RF reaction forces located at distances too far away for effective support; lack of aggressiveness in identifying, locating and attacking VC guerrilla, local, and main forces whose activities directly affect the hamlet security.

C. At this level there is a general balance between force requirements, availability, and effectiveness. Obviously, the waiding of the three will never be prefect. However, as opposed to the D level, if it can be said that in general the hamlet has available external support which under normal conditions can be expected to effectively provide the degree of security which it requires, then a C rating is justified.

B. On the end of the scale where security is being achieved, there may not exist a major requirement for external forces to be directly charged with supporting a specific hamlet. This is the case with this rating. It is assumed that the degree of security exists as a result of clearing and securing operations, VC remoteness, VC inactivity, hamlet self-defense measures or other factors which reduce the requirement for external force assistance. At the same time, this rating indicates that whatever the limited requirement might be, it is being adequately met.

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A. At this rating, it is assumed that such a secure environment exists for the hamlet that little if any external support is required. Practically, there is always some requirement to meet contingencies and it has to be judged. Again realism is necessary. The VC are able to do the unexpected and no place in the country is immune from VC activity. However, an assessment of what is reasonably required to meet the unexpected is appropriate, rather than an unreasonable determination of unrealistic force requirements.

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Enclosure 4 - Administration and Political Activities

1. Scope of Factor.

Hamlet administrative and political activities are admittedly diverse and difficult to judge by any standards. Nevertheless some indication of progress concerning these activities is necessary, and the effort in this factor is to evaluate the status of local government at the hamlet level, the development and effectiveness of the census-grievance activities, and the extent of information/PSYOP activities, all of which indicate the direction of political affairs and the attendant support being derived from the hamlet population.

2. Goal.

a. The political effort at the hamlet level is designed to assist the people in the formation of local government administration which under democratic processes can function effectively, to explain the actions and intentions of the government, to determine and satisfy the legitimate aspirations and grievances of the people, and to publicize the Chieu Hoi program aimed at families having relatives with the VC.

b. The whole idea here, as well as throughout the entire Revolutionary Development process, is to provide for popular participation. In this instance, such participation encompasses the democratic philosophy of providing villagers (hamlet residents) with the opportunity to express themselves to representatives elected by them while at the same time being guided and informed by these same representatives.

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3. Indicator Description.

a. GVN Management/Administration.

(1) General. As in many other areas, there is a wide variety of organizations that manage and/or administer hamlet affairs. Typically, these may range from nothing, to tribal chiefs, to village elders, to elements of the RD cadre, to appointed administrative committees, to popular councils, to managing boards, to elected hamlet officials, and others. Consequently, what is desired in the first indicator is some measure of the GVN governmental or administrative presence. A logical progression in areas undergoing RD could run from only occasional presence, as might be expected in areas where security is still a problem, to a fully functioning, autonomous, elected and permanently resident organization in areas secured for considerable periods of time. Residency is included since it directly reflects security and thus effectiveness. Election considerations were included in the higher ratings since popular representation by elected officials is a stated goal in 1967 RD plan.

(2) Ratings.

E. With only occasional presence of GVN influence, the effectiveness of this influence most likely is marginal. Remember that it is GVN governmental management that is being rated. There could be effective, resident management by the VC, but obviously that wouldn't draw a high rating. This rating applies generally to areas being cleared or undergoing securing activities. Perhaps the first GVN governmental influence is achieved through introduction of the RD cadre, or perhaps

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the District Chief appoints some temporary managing officials. Most often the cadre or officials will not feel secure enough to remain in the hamlet at night and may only periodically visit the hamlet during daylight hours. Certainly, then, effectiveness is marginal.

D. This next step up the ladder visualizes the hamlet political and administrative organization to still be external in nature (RD cadre for example). However, some local inhabitants may well have been selected to assist in the administration, and some useful advice may be forthcoming from village or hamlet elders. Some system for administration has been developed, but the functions are limited and effectiveness may still be weakened by the inability or failure of the managing elements to remain in the hamlet after the hours of darkness.

C. At this level there is a more broadly functioning managerial group which may still have external representation, but most likely it is either appointed or elected, or some combination thereof. Security conditions or individual inclinations may yet prevent full residency, but this situation is improving.

B. Here, things are approaching the desired goals. Elected representation in the form of the hamlet chief and his deputy, if appropriate, is afforded the hamlet residents. The managing body is fully functioning, although some external support may still be necessary. And, most importantly, the governing group is fully resident.

A. The final goal is achieved under this category, that being an elected, autonomously functioning, governing body established in the hamlet which operates under an autonomous village with all

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hamlet and village officials resident in their areas of responsibility
on a 24-hour basis.

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c. Information/PSYOP Activities

(1) General. As might be expected, the activities included under this category have as their basic goal the development of willing support of the population in the hamlets for the GVN and its programs. The activities are most significant in areas where the population is either hostile or apathetic to the government, but it is also important in areas where the government enjoys support, for that support is precious and must be nurtured. Public support is essential to success and it cannot be overemphasized. It is the informational and psychological activities that greatly assist in achieving that support, and thus their importance is marked.

Unfortunately, there are few yardsticks that are available for use in measuring the success of information and psychological programs. Some subjective evaluations can be made from public attitudes toward GVN authorities, orders, programs, etc. However, at best these are only guesses. Thus, under this indicator it is necessary to measure the level of effort and estimate what impact or effect this has on the public.

(2) Ratings

E. Here the rating is relatively easy. With little or no information coverage or PSYOP activity, there can not be expected to be much public response to the activity.

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D. At this stage some activity in both areas is underway, but as yet, there is at best just limited impact or effect on the public. It can be expected that some posters are on display, leaflets being distributed and perhaps a few public gatherings and loud speaker broadcasts. However, a general indifferent attitude most likely prevails among the hamlet residents.

C. Here the coverage may well have been established on a regular and frequent basis and some facilities, perhaps only temporary, have been erected for display of material, notices, suggestions, etc. At this stage, the impact on the public is becoming noticeable. This may be exhibited by increased response to PSYOP appeals for Chieu Hoi returnees among families in the hamlet who have VC members. Other indicators include a growing awareness about government programs and activities in general. In addition, some civic associations such as youth, women, old men groups are being organized to help carry out the program.

B. Although there is some difference in the degree of coverage and permanence of the facilities indicated at this level, the real difference between B and C is the degree of public interest. At B there should be some indication that the programs and civic associations are off the ground and producing some results and generating some interest over and above just noticeable or marginal public impact.

A. To reach this stage, the effort is considered to be a success in that it is producing effective results. The public is favorably responding and there is a resident official executing an imaginative and regular program. Civic associations are active and effective.

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Enclosure 5. HEALTH, EDUCATION AND WELFARE DEVELOPMENT

1. SCOPE OF FACTOR

a. This factor is concerned with hamlet Revolutionary Development programs related to the improvement of social conditions. Initially, the status of medical and sanitation activities within the hamlet is judged. Then the availability of public education facilities is assessed. Finally, the status of public welfare services is analyzed. The hamlet is thus being evaluated with respect to the improvement of the peoples' life in terms of the progressive development of health, education and welfare services.

2. GOALS

a. The goals associated with this factor are to bring a new life to the people in the hamlet by improving medical conditions, providing educational opportunities, and making available to them the welfare services of the RVN. The ultimate objective is to win the support of the people and to engage them in the RVN's behalf.

b. In considering these goals, it should be recognized that the aim is to actually improve the peoples' livelihood, not merely to provide them with facilities in which they take no personal pride or with which they do not identify themselves. Thus, the objective is to meet the needs and aspirations of the people and to bring them a new life, not merely to impose unwanted programs on them. If the people participate in achieving services which meet their aspirations, and if they continue to utilize these services and integrate them into a new pattern of life after RD cadres or Allied civic action elements move on, then the goals of the RD program will have been attained.

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3. INDICATOR DESCRIPTION

a. MEDICAL SERVICES AND ACTIVITIES

(1) General - In the past, the people in the countryside have only rarely had access to even rudimentary medical services. Modern drugs and medicines have not been available to them. Sanitation conditions have been poor, and the people have not been taught basic sanitation practices. Sickness and disease have been rampant. The RD program aims at overcoming these conditions. It is designed to provide systematic medical assistance by establishing a trained medic in the hamlet who is provided with basic medicines to meet the peoples' common, everyday needs, and to advise them on health and sanitation matters. It also aims at providing the services of a mid-wife, who is trained and provided with the necessary equipment and supplies. The program also is designed to teach the people basic health and sanitation practices, including cleanliness, and to assist them in improving sanitation in terms of covered latrines, proper garbage disposal, adequate sewage systems, fly and mosquito control, etc. The success of the medical program is thus measured not only in the extent to which medical services are provided, but also in terms of public acceptance of and participation in, new health and sanitation practices which will improve their social environment.

(2) Ratings

E. At this level, there are no permanent government-sponsored medical services in the hamlet. Occasional but infrequent coverage may be provided by MEDCAP or cadre teams.

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D. Periodic, scheduled MEDCAP or cadre-type assistance may be available, but there are no permanent services. No other sanitation activities are yet underway.

C. Full-time medical coverage is available, although it is provided from external (cadre or other) resources. Other sanitation programs are being developed with some popular participation and effective

B. Permanent coverage is provided by a trained medic. Sanitation, preventive health, and other programs are well underway with general popular participation. A mid-wife^{is} trained and functioning. She need not be resident in the hamlet if village facilities are close and she resides there.

A. A fully developed^{and effective} medical and sanitation program under supervision of a resident, trained medic is continuing with general popular participation. Resupply of medicines has been systematized and is adequate.

b. Education

(1) General - In the old life, the people in the countryside have had little opportunity for education. Most inhabitants of rural hamlets have been illiterate, and thus unable to learn of their national culture. The RD program aims at developing a new spirit of generosity and good citizenship. This requires that illiteracy be eradicated through the establishment of schools, so that all children can have access to at least a primary education. Educational facilities in the hamlets and villages are also intended to be used for adult education, so that adults can learn to read. The RD program is intended not only to support the construction of schools, but also to make available trained teachers and books and other materials necessary for education. Although the

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program allows for the building of a school in each hamlet, there may be instances where this is not necessary because of the close proximity of a school in an adjacent hamlet. Thus, the aim of the program is not necessarily the construction of classrooms in every hamlet, but in providing ready access to classrooms for the people of every hamlet.

(2) Ratings

E. No public educational facilities or activities are available, although there may be some informal instruction provided by village elders.

D. Some formal education activities may be underway but there is no full-time program. No permanent classrooms are available, and only a small portion of the children may be enrolled.

C. Formal, full-time, ^{public} ^{program} primary education is underway in a permanent classroom, but conditions may be overcrowded or all children may not be enrolled.

B. Full primary education facilities are available to all children in the hamlet. Virtually all children are enrolled. Some adult literacy training may be underway.

A. Full primary education facilities are available to all children. All children, as appropriate, are enrolled. In addition, a systematic adult literacy program is underway, and there is access to secondary educational facilities or to vocational training for those desiring it.

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c. WELFARE-ACTIVITIES

(a) General -- In this indicator, we are measuring the extent to which basic welfare needs of the people are being met. Since the RD program intends to bring a new life to the people, this implies overcoming basic poverty, and making available to the people in the hamlet the benefits of RVN welfare programs. Such programs could include veterans' benefits, widows' benefits, the availability of loans, refugee benefits, etc. The aim must be to acquaint the people with the welfare benefits available to them, and to establish an effective channel by which they can apply for and receive such benefits through the RVN administrative apparatus. The functions of the census grievance cadre include the determination of the peoples' welfare needs, and the arrangement for assistance to meet these needs. If the peoples' rights to welfare benefits are met, they will be encouraged about the sincerity and effectiveness of their government and be more willing to support it.

(b) Ratings

E. There is no social welfare activity underway, although some civic projects may be planned to assist needy residents.

D. Some civic projects to assist needy families may be underway, but the basic needs of all residents have not yet been determined.

C. The essential needs of most residents have been determined, and measures have been initiated to satisfy these needs.

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families
2. Assistance to needy [^] has been expanded.
Some of these qualifying for veterans', refugee, widows' benefits, etc.
have begun to receive such benefits.

3. Most basic welfare activities have been completed.
Channels exist through which the people can apply for benefits and receive
them as they become qualified.

4. SOURCES OF INFORMATION

5. The status of schools, medical services, and sanitation
conditions can be observed in the hamlet. Queries in the hamlet can
elicit some indication of the adequacy of these services, particularly
with respect to on-going sanitation practices and the adequacy of
supply arrangements. Appropriate district and provincial representatives,
can provide information on education, medical and welfare activities.
6. cadre, census grievance cadre, and the USAID cadre operations
adviser can provide information on welfare activities.

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ENCLOSURE 6 - ECONOMIC DEVELOPMENT

1. SCOPE OF FACTOR

There are numerous programs with 1967 RD plan that can be considered as economic programs. Since a great majority of the revolutionary development effort is in the rural areas, most of the programs concern fishing, farm, and market activities, or those activities such as road and bridge improvement, rural electrification, and irrigation projects which are associated with or support an agrarian economy. Thus, in this factor, we are concerned with an evaluation of the effort being expended, its effectiveness, and the degree to which it is supported and appreciated by the local hamlet residents.

Of all the factors, Economic Development is perhaps the most difficult to assess. Effort measurement may give a distorted picture, for unless it is well planned, coordinated, and popularly supported, much effort could result in little progress. Consequently, some subjectivity is required in the evaluation to measure results, and impreciseness in the summary statements at each grade level is a necessary evil.

Although there are numerous economic programs and functions, there are three general groupings or indicators into which these may be classed. The first of these is Self Help Activity in which the people themselves are engaged in simple, short-term projects designed to improve private and community properties and facilities. The second concerns Public Works Activity which is broader in scale, usually requiring considerable effort and such a technical level as to require contract support. The third indicator deals with improvement programs pointed directly at the local economy such as development of handicrafts, increasing animal husbandry practices, improving agriculture and fishing practices and techniques, and adopting land reform measures.

2. GOAL

The obvious goal under this factor is to better the lot of the people economically by encouraging their self-sufficiency, providing material and technical assistance, and improving techniques and practices. Progress toward this goal will represent real achievement and a major step toward the building of the country into a viable nation.

The specific goals in each province and district must be realistic and in line with capabilities and resources. Additionally, they must be established as population-inspired goals not merely governmental goals. In other words, the people must aspire to improvements before the improvements will really be meaningful.

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Consequently, goals are more than statistics of "handouts" or men and material resources expended. Goals should be popularly inspired aspirations, and achievements of the goals should be weighed in terms of popular participation or support.

B. INDICATOR DESCRIPTIONS

1. Self Help Activity

(1) General. The main purpose of the Self Help Program is to develop simple and practical short-term projects which will improve private and public properties and facilities. These projects are generally those which require little technical assistance and material resources and which can be handled by the people without contract support. The idea is to get the people working for themselves. Unilateral military or civil action projects and RD construction projects are fine, but they do not achieve the same results as self-help projects which stand as a symbol of population self-achievement.

There are many types of self help projects that can be initiated. Some examples are: repair of roads, building of dams, construction of animal shelters, digging of wells, repair of markets, repair of schools, construction of latrines, improvement of religious installations, planting of seed plants, preparation of fish ponds, making of brick, and the like. With some supervision and a minimum of support, the hamlet residents can involve themselves in such efforts to improve their own local conditions. This indicator is a measurement of the degree of such activity.

(2) Ratings.

B - At this level it is doubtful if any projects have been planned. Some efforts by external elements such as the RD cadre or civil action projects by nearby military units may have been initiated. But it may be assumed that the cadre or units themselves are doing most of the work and thus, such effort cannot really be considered self-help.

C - Here the situation has progressed to a point where the local population is engaged to some degree in selecting projects for implementation. Active participation in carrying out the projects is probably lacking, however. Accomplishments are still due to the efforts of others.

D - At this stage it can be assumed that the number of projects outlined in the RD plan have been selected by local consent and some progress toward their achievement is being made with some participation by the hamlet residents.

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B - At the B level, all programmed projects are being undertaken. They represent the aspirations of the people in this regard and are being fulfilled by the people with external assistance.

C - Since self-help projects by definition are short-term, at the A level some project completion can be expected. Such completion represents popular participation and pride in community development. The GVN is continuing effort to establish and support new projects.

4. Public Works Activity.

Public works type of endeavors are considered herein to be those which are of such a magnitude and require such technical proficiency as to render them inappropriate for self-help projects. This is not to say that the residents of the hamlet and village do not have an interest in them but merely that they cannot independently undertake them. Usually, it would be desirable for the population to have a voice in the establishment of priorities of selection. Additionally, it will normally be the case to have the labor force necessary for this project drawn from the local population. Thus, to an extent, there is popular participation, but not in the sense of the self-help projects rated above.

Some examples of the types of activities envisioned are: construction or major repair of village and intervillage roads, construction of culverts and bridges, improvements of major waterway systems, rural electrification, major irrigation work, construction of water storage reservoirs, major market construction, and the like.

Certainly, these types of activities will affect more than one hamlet. Usually, they are at least village-oriented. It may well be that all hamlets in the village are equally affected. If so, they should be rated accordingly. However, because of resource limitations, it should not be expected that all district hamlets are affected the same. Therefore, some spread of this indicator throughout the district should be apparent.

Again, the rating descriptions below are of necessity, heavily effort-oriented. Trying to assess the impact of project completions on public support of GVN programs at this is guesswork. Nevertheless, some assessment of public recognition of resulting improvements is attempted, however, subjective such an evaluation might be.

(3) Ratings.

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F - This level is relatively easy to determine for no public works projects are considered to have been planned or undertaken either because they were not programmed in the RD Plan or detailed planning for their implementation has yet to be accomplished.

D - At this stage some detailed planning has been done on the project(s) identified in the RD Plan, but now, if any, projects have been commenced.

C - Here it is considered that planning is in advanced stages and projects are reasonable and meet public needs in the area. A few priority projects may be underway.

B - To reach this level, at least the priority projects are underway. The necessary resources have been made available, and the public is aware of the benefits to be derived.

A - Some projects may have been completed or be nearing completion. Actually, there may only be one project. If so, it is considered to be well along. Perhaps other projects are being planned and readied for initiation. Hopefully, at this stage there is some public notice of the improved conditions brought about.

Economic Improvement Programs

Under this category are included those programs and activities which directly affect the economy of the hamlet as a whole as well as the individual residents within it. These are not so much construction or building oriented but are slanted toward improving methods, techniques, and opportunities. Some of the more important programs are as follows:

Animal Husbandry - Involves training of farmers, distribution of new varieties of livestock, and improving the control, care and inspection of the animals.

Agricultural Affairs - Improvement of farming methods, provision of seed loans, and introduction of crop protection facilities.

Fisheries - Development of additional fishing occupations, improvement of fishing methods, establishment of fishing as an additional source of subsistence in rural areas, introduction of refrigeration, etc.

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Land Reform - Redistribution of public land, land of large land holders, and land recovered from VC control. Reestablishment of GVN land taxation.

Farmer's Associations - Cooperative associations to assist in the supply of materials and in the processing, buying, and selling of products. Improvement of methods to include use of new varieties of seeds, fertilizers, chemicals, insecticides, etc.

Agriculture Credit - Provision of loans for development of agriculture, fisheries, forestry, animal husbandry and handicrafts.

Handicrafts - Reduction of unemployment through development of handicraft productions such as manual weaving, embroideries, mat weaving, stuff weaving, conical hats, etc.

Realistically, it is not feasible to measure each and every one of the above programs in order to evaluate this indicator. Rather the indicator is designed to give some feel for the level of effort and the degree of public interest or participation. That is all that can logically be expected. Again it is the atmosphere that is being depicted, not a detailed account of a variety of programs, however, interrelated they may be.

(2) Ratings.

E - Situation is such that virtually no programs are underway. This may be due to limited resources and established priorities, or to lack of effective execution, or to the fact that the area is just not ready for this type of economic improvement.

D - At this level, some planning has been accomplished and basic programs such as farmer training, introduction and distribution of livestock, and establishment of local handicraft industries are ready for implementation. A few of these type basic programs may have been initiated.

C - Here, the basic programs are well underway, and the local population is beginning to exhibit an interest as demonstrated by their willing participation.

B - At this stage, the success of the basic programs and the evident popular response has encouraged the introduction of more advanced programs and increased support.

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A - At the final level, all or a majority of the programs, as appropriate, are underway and progressing well in response to popular demand.

SOURCES OF INFORMATION

In addition to the individuals most likely queried concerning economic information (Hamlet Chief, District Chief, USAID Province Representative), a valuable source of information is the assistant District Chief for administration. He has normally been trained by the National Institute of Administration and has the responsibility for coordinating economic affairs for the district. He should be able to provide a solid view of the status of the various programs and activities included within this factor.

When time permits, the technical assistants for agriculture, public works and others can provide more detailed information within the scope of their own responsibilities.

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ENCLOSURE 7 - HAMLET PROBLEMS

1. SCOPE

The specific multiple choice questions included in Part II of the Hamlet Revolutionary Development Progress Report (monthly) are designed to provide some measure of those intangible factors which impact on the overall effectiveness of the Revolutionary Development Program and represent problem areas.

Among these factors, or hamlet problems as they are designated here, are included such subjects as popular attitude towards and relations with the military and GVN governmental officials, honesty and effectiveness of GVN authority, and RD program support.

2. PROCEDURES

It is recognized that information concerning the specific factors covered is difficult to obtain and even more difficult to substantiate. Nevertheless, it is desired to get even a highly subjective view of these important factors.

Answers should be selected which best describe the situation in the hamlet being rated. Only one answer should be selected for each question.

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